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USSR Report

HUMAN RESOURCES

No. 68

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LABOR TURNOVER STUDY CONDUCTED AT GEORGIAN SSR GOSSNAB

Moscow MATERIAL'NO-TEKHNICHESKOYE SNABZHENIYE in Russian No 5, May 82 pp 67-69

[Article by N. Tavdgiridze, senior engineer, Georgian SSR Gossnab (Tbilisi): "Labor Turnover Is A Controllable Process"]

> [Text] The present demographic situation necessitates the efficient use of labor resources. "In the 1980's," Comrade L. I. Brezhnev said at the 26th CPSU Congress, "the careful and economical use of labor resources will be of particular importance. This will be a difficult matter, requiring the resolution of many problems of an economic, technical, social and indoctrinational nature." The 11th Five-Year Plan envisages the limited growth of the labor force in some branches. This process will affect the sphere of material and technical supply.

The stabilization of the labor force is one of the most important tasks facing the branch. According to a study conducted at enterprises and organizations of the Georgian SSR Gossnab, most of the people employed in the system of material and technical supply have been working for a long time but have been at their present enterprise for a relatively short time (45.5 percent have been at their current enterprise for less than 5 years, and only 32.5 percent have been there more than 10 years). Job stability is characteristic of most workers (46.6 percent have been in the same job for more than 5 years, and 22.4 percent have held the same job for more than 10 years). These data indicate inadequate opportunities for professional growth.

An analysis of the reasons why workers left supply and sales enterprises indicated that most were connected with the low level of mechanization in labor-intensive processes, the unsatisfactory norming of labor and the use of workers in jobs outside their specialty. Many workers were dissatisfied with their wages, possibilities for the improvement of housing conditions, inadequate supply of pre-school establishments and the remote locations of places of employment. Women and young adults with little seniority are the people most likely to resign. Among male workers, the most likely to resign are chauffeurs, truck drivers, gas-arc welders and fitters, among engineering and technical personnel the most likely to resign are economists, and among employees the most likely are typists.

The connections between the term of service at the enterprise and satisfaction with various aspects of the work are quite important (these connections were measured with the aid of mathematical coefficients). For example, more than half of the workers who had been at an enterprise for less than a year were dissatisfied with the level of mechanization, sanitary and hygienic conditions and the content of labor. After 3 years at the enterprise, the number of dissatisfied workers decreases sharply. The term of service at the enterprise turned out to be closely related to such indicators as the performance of combination assignments, the careful treatment of material resources, operational speed and discipline.

The higher demands with regard to the content and conditions of work in recent years, particularly among young workers, must be taken into account. It is important to realize that living conditions are much more comfortable now, and people naturally demand more comfort in the production sphere. Technological progress, as speakers pointed out at the 26th CPSU Congress, must be associated more closely with profound changes in labor, with the improvement and facilitation of working conditions, with the expansion of opportunities for highly productive and creative work and with the eradication of significant differences between mental and physical labor.

Personnel management entails not only the keeping of records on the causes and rate of personnel turnover, but also the institution of measures to prevent turnover. For this purpose, potential turnover in various socioprofessional segments of the labor collective must be periodically estimated and analyzed.

The better management of labor resources requires a knowledge of not only the level of potential turnover, but also the reasons for it, and for individual groups--age, occupational and social--rather than for the entire collective. Research has shown that the reasons for turnover differ widely in these groups. The distribution was the following: 19.2 percent of the persons surveyed said that they resigned because the work in their special field was uninteresting and there were no prospects for growth or the improvement of skills; 46.6 percent cited low wages as their reason; 23.7 percent complained about unsatisfactory working conditions; 15.5 percent mentioned the unsatisfactory organization of labor (interruptions in the work, sporadic overloads and inconvenient hours); 9.2 percent cited unfriendly relations with administrators or colleagues; 39.7 percent said that their place of employment was too far from home.

Therefore, wages were the primary consideration, the second place on the list (exclusively in supply enterprises) was occupied by excessive traveling time between home and work, and dissatisfaction with working conditions and the organization of labor was in third place.

The development of collective forms of labor organization and the widespread use of supplementary wages for combination occupations and larger operational volumes are paving the way to a higher average wage. Travel to and from work will be made more convenient by the institution of special bus lines to enterprises located far from residential neighborhoods. The improvement of working conditions and the organization of labor in accordance with plans will require surveys of all jobs and their categorization according to the intensity and content of labor.

The reasons for personnel turnover depend considerably on the age of the worker. For example, research indicated that the content of labor is particularly important to workers between the ages of 41 and 50 (36.3 percent) and wages are especially important to workers between the ages of 21 and 40 (50 percent), for whom the maintenance of their family and a higher number of dependents are of primary significance. Workers under the age of 20 were more likely to complain about working conditions (30.8 percent).

Personnel turnover depends directly on worker mobility and occupational categories. The content and organization of labor are prominent factors influencing the desire to transfer to another shop (or section) of the same enterprise; transportation conditions and the atmosphere within the collective motivate people to leave the enterprise; the content of labor and wages motivate people to change their occupation.

The main way of reducing personnel losses consists in increasing the number of personnel transfers within enterprises or organizations. For this reason, it would be expedient to fill the more prestigious jobs at an enterprise by promoting its own personnel to these positions. Each worker must be certain that if he performs his work successfully for a specific period of time stipulated in advance, he will have an opportunity to improve his skills and to move up to a higher position in the same organization.

Analyses of potential turnover according to occupations are of interest. Research has shown that it is connected with dissatisfaction with various aspects of work. The data of this kind of analysis should be taken into account when the corresponding sections of the plan for the economic and social development of the labor collective are being compiled.

The level of mechanization and wages are still quite low in organizations of the Georgian SSR Gossnab. The level of satisfaction with sanitary and hygienic conditions at supply enterprises, however, is relatively high (70-75 percent). The significant difference between assessments in various divisions testifies that labor conditions cannot be investigated in isolation from the specific work positions, as they can differ widely at various enterprises.

The level of wages is not always directly related to the content of labor. Research has indicated that the highest percentage of relatively low-paid workers, earning less than 120 rubles a month, can be found among employees. At the same time, most workers who earn over 200 rubles are performing unskilled work. This cannot be regarded as a normal situation and it must be corrected. The more efficient organization of wages, however, must be conducted on the regional level with the aid of territorial agencies for the management of labor resources. The isolated revision of wage conditions at a single enterprise could increase labor turnover.

Satisfaction with wage levels and systems depends less on the actual size of the wage than on the social standards applied to the workers of a particular group. For example, the highest degree of satisfaction with wages was expressed by the relatively low-paid group of janitresses. The highest percentage of dissatisfied individuals was found among engineering and technical personnel and employees. In view of the fact that these figures differ little from one enterprise to another, the improvement of the organization of labor and wages for engineering and technical personnel and employees must be of primary consideration.

The potential stability of the collective could be regarded to some extent as a reflection of job satisfaction. Research indicates, however, that the artificial inhibition of intraorganizational job transfers is just as harmful as the unscrupulous recruitment of the best workers from neighboring divisions.

The positive role of intraorganizational personnel transfers is attested to by the higher level of potential stability found among workers who had already changed their specialty during their term of service at the enterprise. This means that turnover can be cut in half by transferring workers within the enterprise. A knowledge of the basic features of potential turnover allows the administration to take advance measures and prevent the resignation of specific workers.

It is important to determine the factors influencing the stability of a particular personnel category. The highest number of veterans with more than 20 years of service at a single enterprise, for example, is found among merchandising specialists and shipping clerks. The reasons for this stability vary. In some cases they are connected with satisfaction with the content of work, and in others it is the proximity of the enterprise to the worker's home.

The level of potential stability is quite high among workers performing mechanized operations, and the lowest is among workers in automated sections. In the last group there is a particularly high percentage of workers who want to change their specialty but remain in the same collective. This proves that there is not a direct connection between the rise in technical level of warehousing operations and the stability of the collective.

The failure to take social aspects fully into account during the remodeling of enterprises can lead to a situation in which the partial automation of operations is accompanied by an unjustified increase in job monotony and mental and nervous strain. It must be borne in mind that the majority of workers in automated divisions are women, who have their own specific preferences with regard to working conditions.

A transfer to the same kind of job in another shop usually stems from the worker's desire to be part of a more prestigious collective, with higher bonuses and better working conditions. In some cases, however, the high level of occupational stability is less a result of working conditions and the content of labor than of the limited choice of other occupations for older workers with a low educational level.

There is a close connection between the age of the worker and his stability. A high percentage of workers between the ages of 20 and 30 want to find jobs in a different work area within the same collective. There is also a striking increase in the mobility of workers between the ages of 55 and 60, which apparently stems from the desire to find a higher paying job before retirement.

There is an indisputable connection between educational levels and potential turnover. A higher percentage of people wishing to move to a different place of employment is found among workers with a secondary education, and this means a corresponding drop in the coefficient of potential stability. This suggests that enterprise managers should take special care to place the graduates of tekhnikums and part-time students in the appropriate jobs.

The graduates of vocational and technical institutes are distinguished by the highest level of potential stability, while the lowest level is found among the graduates of general educational schools and tekhnikums and workers who have acquired a specialty by means of individual training on the job. This is due to the absence of thorough occupational training in general educational schools, and in the case of the technicians it is due to the fact that they are often paid the minimum wage. The highest percentage of people wanting to change their specialty is found among those who acquired it on the job and who therefore expect to master another profession quite quickly in a new location. An analysis of this kind of labor turnover confirms the need for the broader development of the network of specialized vocational and technical institutes to train personnel for the material and technical supply system.

From the standpoint of seniority, several crucial periods can be discerned. For example, the highest number of people wishing to move to another enterprise can be found among those who have worked 1-3 years and 10-15 years, which correspond to the ends of the periods of initial and final professional adaptation. The highest number of people wishing to move to another section or acquire another specialty was found among those who had worked 3-5 years. It is this group that is marked by minimum stability. The maximum level is reached, just as it is in other cases, in the group with more than 20 years of seniority.

It would be a big mistake to ignore these facts. This is why we believe it would be expedient to provide personnel departments with special adaptation inspectors. They could meet with workers after their first 6 months at the enterprise, after a year, and then after 3 and 10 years, to find out about their needs and requests and determine their prospects for advancement along with the administration and public organizations. The experience of industrial enterprises has shown that this system for the prevention of conflict situations reduces turnover by 15-20 percent.

The rate of labor turnover is influenced strongly by the correspondence of the worker's qualifications to the complexity of his job. Most problems in this area can be solved through the efficient distribution of production assignments and the development of brigade forms of labor organization. According to our research data, the organization of moral incentives has even more influence than wages on personnel stability. This reaffirms the fact that the collective has many ways of influencing personnel traffic.

An analysis based on concrete sociological research indicates that the potential turnover of various categories of workers can be measured quite accurately when plans for economic and social development are being drawn up. This gives the administration a reliable way of preventing personnel losses. It is important to organize the matter in such a way that the personnel department ceases to be an office which merely records the hiring, transfer and resignation of workers and becomes an office for the management of personnel affairs and the social development of the collective.

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LABOR

COMPLEXITIES OF MANAGING SCIENTIFIC STAFFS EXAMINED

Leningrad VESTNIK LENINGRADSKOGO UNIVERSITETA--EKONOMIKA, FILOSOFIYA, PRAVO in Russian No 11, Jun 82 pp 91-94

[Article by V. P. Novikov: "Structural Aspects of Personnel Management at Branch Scientific Research Organizations"]

[Text] The Central Committe report to the 26th CPSU Congress points to the need to "improve the organization of the entire system of scientific research. This system should be much more flexible and mobile, and it should not tolerate useless laboratories and institutes."* This applies equally to personnel management in branch scientific research, since it represents the final stage of the application of the achievements of the scientific and technological revolution to production.

The intensification of science presupposes an analysis of the role and tasks facing the scientific collectives, particularly the branch NII's [scientific research institutes] and design bureaus, which at present increasingly influence the process of the development and advancement of direct production at branch enterprises. Here, the principal function of the branch NII's and design bureaus remains the conduct of planned R&D work, although tasks of scientific and technological forecasting, long-range planning, introduction of a scientific organization of labor, branch standardization and provision of information services are becoming increasingly intertwined with tasks of introducing new equipment and technology and gradually turning into purely managerial and direct tasks of scientific research. These processes directly influence the continued formation and development of cadre structure at branch scientific research organizations.

Under these conditions the development of science on the basis of a growth in labor productivity and improved utilization of internal potential presupposes the application of improved flexible and mobile forms of the organization of not only scientific work but also the entire system of the scientific research organizations and the forms of their activity as well as their mutual relations. In this connection, a major form of improved utilization of personnel resources is represented by improvements in personnel structure, which is constituted by discrete groups of NII personnel performing discrete functions and linked together by the R&D process. The numerical size of these groups may vary depending on changes in the structure of the R&D activities of the NII's. The dynamics of these changes is illustrated in the table below, which is based on the findings of a survey of 10 NII's of the electrotechnical industry.

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*L. I. Brezhnev, "Otchetnyy doklad Tsentral'nogo Komiteta KPSS XXVI s"yezdu KPSS" [Report of the CPSU Central Committee to the 26th CPSU Congress], Moscow, 1981.

Table. Dynamics of Personnel Structure by Type of NII Activity for the 1972-1979 Period (in % of total)

Structural Group	1972	1973	1974	1975	1976	1977	1978	1979
Scientific-managerial	2.5	2.6	2.6	2.4	2.4	2.5	2.0	2.7
Scientific-technical	61.3	62.5	62.0	59.9	58.2	59.4	60.4	61.2
Scientific-functional	13.2	14.0	14.6	17.6	18.8	17.6	17.7	15.1
Administrative	2.3	2.7	2.6	2.5	2.4	2.5	2.3	2.9
Auxiliary	20.7	18.2	18.2	17.6	18.2	18.6	17.6	18.1

In the course of that survey, five structural staff groups were isolated, along with two parts. The ADMINISTRATIVE PART [in boldface], representing "institute administration" and consisting of the subdivisions collecting and processing administrative information and preparing the administrative decisions of the management, develops under the influence of changes in the LINEAR PART /in boldface/, i.e. of the subdivisions directly participating in R&D work. The survey showed that these changes are accompanied by both processes of redistribution of the numbers of personnel among the principal structural groups and changes in the requirements as to their qualitative characteristics.

During the period of the survey there occurred a marked increase in the numbers of personnel performing functions associated with the conduct of the R&D process (standardization, metrology, information services, patent services, etc.). This was also accompanied by a substantial increase in the volume of R&D work and growth in the complexity of the functions of material-technical supply and auxiliary servicing. Hence, in the course of the survey the following principal structural groups were isolated: SCIENTIFIC-MANAGERIAL, SCIENTIFIC-TECHNICAL, SCIENTIFIC-FUNCTIONAL, MANAGERIAL, and AUXILIARY [printed in boldface]. The first group includes scientific associates who, when polled, revealed that more than one-half of their work day is spent on purely administrative tasks in addition to scientific tasks. This group consists of the chiefs of research subdivisions, their deputies, NII administrators, etc. The second group (scientific-technical) includes personnel performing scientific and scientific-technical work that is largely decisive to the performance of the NII concerned. The isolation of the scientific-functional group is linked to the process of the further division of labor within the NII and the growth of the subdivisions of metrology, standardization, and the like. The administrative group includes departments of the administrative apparatus (personnel department, labor and wages department, bookkeeping, etc. The fifth (auxiliary) group includes support departments and services for the maintenance of basic R&D work as well as the pilot production facilities administered by the NII's and design bureau.

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*This socio-economic survey of personnel structure at 10 NII's of the electrotechnical industry during the 1972-1979 period was conducted by the Laboratory of Socio-Cultural Branches at the Moscow State University imeni M. V. Lomonosov under the author's direction.

The structural groups presented in the table were based on the department as a partially isolated structural unit performing a distinct and specifically oriented part of R&D work The survey showed that the scientific-technical, auxiliary and scientific-functional groups are the numerically largest groups. The ratios among these groups differ in different NII's. The greatest variations in the numbers of personnel in these groups are observed at the NII's which have not yet developed a scientific school of their own; at recently organized NII's; and also at NII's with small staffs. In such NII's, as a rule, functional services are underdeveloped.

The data in the table reveal only a slight increase in the numerical size of administrative groups (lines 1 and 4). A more rapid growth rate is observed for group 3, which represents departments with a specific functional orientation. This growth is, as shown by the survey, due to the demands of scientific and technological progress. The changing trends of the ratios among the various structural groups of personnel should be taken into account in the process of personnel management at branch NII's and design bureaus.

In our opinion, given the growing rapprochement between science and production, the expansion of the auxiliary staff group, and particularly of the technological subdivisions, is a most important condition for accelerating scientific and technological progress as well as a major problem in improving the personnel structure of branch NII's and design bureaus.

This is primarily due to the role of the auxiliary group in the activities of NII's and design bureaus. It is precisely the smooth operation of the auxiliary group that not only makes possible a rapid and successful conduct of experiments but also provides a good basis for a rapid introduction of research findings into production.

Secondly, the poll conducted among the personnel of branch NII's and design bureaus demonstrates that the possibilities for the practical application of completed R&D work lag somewhat behind the development of science at a number of branch NII's As a result certain types of projects performed at a high scientific level do not find practical application owing to the absence of an adequate level of qualification among direct production personnel, absence of the needed types of raw materials, lag in the training of the needed specialists, etc.

Thirdly, the absence of a precise classification of the functional orientations of the auxiliary group as well as of its legal definition may in isolated cases cause its activities to become divorced from those of the basic scientific group and divert its attention to the solution of problems that are not directly linked to the principal purpose of that group. At the same time, despite the need to expand this group, as indicated by the data in the table, at the surveyed NII's, its numerical share tends to decrease. This markedly restricts the possibilities of the personnel in this group, and especially of the technological services of the NII's as well as of the project-technology departments developing new technological processes, and also of the services working on new technological and one-of-a-kind equipment and tools for the manufacture of new products. Such a situation does not contribute to the fulfillment of the new tasks envisaged in the Decree of 12 July 1979 of the CPSU Central Committee and the USSR Council of Ministers "On Improvements in Planning and Intensification of the Effect of the Economic Mechanism on Increasing the Effectiveness of Production and Improving the Quality of Performance."

Under these conditions, a special urgency is acquired by the tasks of further development and logistical support of the technological subdivisions of branch scientific-research organizations, a large part of which belongs in the auxiliary group of the personnel of these organizations.

The introduction of new equipment and technology and the rise in the level of the mechanization and equipping of production promote a rise in labor productivity and yield of assets and improve the quality of production and result in savings of material and manpower resources. At the same time, at present the level of technological development is primarily evaluated according to actual performance and the fulfillment of the plan with respect to the principal technical and economic indicators which, however, shed no clear light on the effect of technological innovations on the performance of enterprises and NII's as well as on the system of incentives for the personnel of the technological departments. Insufficient allowance is made for the relationship among the specific nature of production at a particular enterprise or NII, the scale of the production series, and the numerical size of the personnel of technological services.

The survey revealed that the following tasks were posed to the NII's with the object of eliminating the aforementioned shortcomings and expanding their technological services as rapidly as possible: a) preferential expansion of the technological subdivisions serving to develop new technological processes and special-purpose technological and one-of-a-kind equipment and tools for the manufacture of new products; b) increasing the responsibility of the main institutes for the level of production technology at enterprises and the development, construction, and introduction of special-purpose technological equipment; c) greater attention to be paid to streamlining the manufacturing technology of new products and reducing their labor-intensiveness with the object of reducing labor expenditures when putting into operation new types of production; d) development of methodological approaches for determining scientifically substantiated norms for the numerical size of personnel and internal structure of the technological subdivisions of NII's and design bureaus; e) explicit delineation of the functions as regards accelerating scientific and technological progress for both the individual subdivisions of the NII's and the individual NII's; f) improvements in the organization of liaison among research institutions, advanced training institutes and the corresponding higher schools.

The fulfillment of the above methodological requirements posed to the management of /industrial/ branch research is an indispensable factor in improving personnel management at NII's.

The practical implementation of these requirements still entails considerable difficulties. As revealed by our survey (see table), at certain NII's, just as at certain enterprises, technological services still develop at an insufficiently rapid rate, production facilities are being modernized too slowly, and tasks of accelerating scientific and technological progress are not being accomplished sufficiently rapidly.

A major factor reducing the effectiveness of utilization of technological services at the surveyed NII's is the shortcomings in the system of material incentives, according to a majority of the technologists polled.

At the same time, the survey revealed a need for a more explicit delineation of the scope of functions of employees. The insufficiently precise definition of the official duties of the personnel of NII technological services, as well as of the personnel of technological departments at enterprises, is chiefly due to flaws in organizational structure of the technological subdivisions and departments, the inadequate consideration of the relationship between the organizational structure of the technological services and the size of the NII, the absence of scientifically substantiated regulations governing official functions of personnel, etc. In our opinion, a more precise definition of the official functions of employees should be accompanied by tightening the requirements posed to both subordinates and supervisors. This can be accomplished through the further development and elaboration of technical training (which not only improves the employee's qualifications but also gives him a more precise idea of his official functions), improvements in the system of training reserve manpower, exchange of experience with technological personnel at other NII's, the conduct of seminars and lectures on the activities performed, and the introduction of probational periods for the principal and allied occupations.

The poll conducted revealed that the employees of the technological services are less than satisfied with certain organizational factrors that directly affect their labor productivity. A large number of respondents expressed dissatisfaction with the level of information services provided (only 32.2 percent of the personnel of technological services at the surveyed NII's felt satisfied with that level). Only 58.4 percent of the respondents felt that the occupational or professional training they had received was adequate to the duties they were performing.

Of major importance to improving the effectiveness of performance of the technologists is the provision of improved information services on domestic and foreign experience with differentiation by group of specialties, OST's /All-Union Standard/ and norm, as well as an improved supply of reference materials. Much additional work is yet to be done as regards providing the necessary equipment, facilities, standard application forms, and premises.

A large number of the employees of technological services at the surveyed NII's believe it necessary for technologists to become more thoroughly familiar with operating conditions at the plants of the pertinent industrial subsectors as well as with the production facilities existing at these plants.

Improvements in the organization and management of the system for developing technological services at branch NII's can greatly contribute to the accomplishment of certain tasks of improving the management of /industrial/ branch research. Such an approach necessitates a clear definition of responsibility for elevating the technical level of the development and manufacture of new products. These aims are best met by a four-element system of directing the complex whole of measures to accelerate technological progress, such as is being applied at the Minelektrotekhprom /Ministry of

Electrotechnical Industry]. At the FIRST LEVEL [printed in boldface] of management the organization and monitoring of the measures are handled by the technical administration, the VNII Standartelektro [All-Union Scientific Research Institute of Electrical Standards] and the VNII Informelektro [All-Union Scientific Research Institute of Information on Electricity and Electrical Technology]. At the SECOND LEVEL [printed in boldface], within the framework of the VPO [expansion unknown], the main NII's responsible for streamlining the design and quality of production technology of new products are identified. At the THIRD LEVEL [printed in boldface], the design institutes responsible for the technical level of the designs of enterprises manufacturing new products are identified. The FOURTH LEVEL [printed in boldface] includes the enterprises whose technological level of production is taken into account when determining the effectiveness and responsibility of the main NII's, design bureaus, and design institutes. The above system for the management and monitoring of the technological level of production presupposes not only refinements in the corresponding system of incentives for a high quality of the technology of newly developed products but also an explicit definition of production functions and responsibility at each level as regards accelerating scientific and technological progress, as well as a more precise designation of the official functions of the employees within the various structural groups at branch NII's and design bureaus.

Thus, the tasks of the MAIN NII's, which specialize in discrete types of production, include forecasting the demand of the national economy for the products manufactured by the branch concerned; determination of the principal technical and economic parameters of the products manufactured, such as would be adequate to the long-range world level; determination and more precise delineation of the directions of specialization at enterprises; development of technological standards for the modernization and construction of enterprises, etc. THE NII'S SPECIALIZING IN TYPES OF PRODUCTS AND TECHNOLOGIES also participate in forecasting the demand of the national economy for the products manufactured, work to update the products list, develop standard technologies, etc. The branch-wide NII's perform R&D work on branch-wide technologies, participate in the construction of prototype models, are responsible for the technological level of specific manufacturing processes and types of equipment, etc. The tasks of the NII's also include the conduct of certain preparations for the series manufacture of new products.

Thus, improvements in the management of the personnel resources of branch scientific research organizations should allow for the growth of the branch's research potential as well as for its new organizational forms and be based on the leading experience gained so far in improving the effectiveness and quality of research and development work.

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APRIL MEETING ON LABOR, WAGES STATISTICS REVIEWED

Moscow VESTNIK STATISTIKI in Russian No 8, Aug 82 pp 61-64

[Article by A. Ul'yanova, Moscow: "Tasks of Labor and Wage Statistics"]

[Text] In April 1982 a conference organized by the Administration of Labor and Wage Statistics, USSR Central Statistical Administration (TsSU), was held in Moscow. The conference was attended by chiefs of the labor and wage departments of the Union republic TsSU's as well as the chiefs of the corresponding subdivisions of the republic computer centers (RVTs) of the Union republics.

The conference was opened by V. Gur'yev, deputy chief of the USSR Central Statistical Administration. He dwelled on the tasks of the state statistical agencies as regards fulfilling the measures ensuing from the decisions of the 26th CPSU Congress and the November (1981) Plenum of the CPSU Central Committee, and he described the basic problems facing the labor statisticians. The speaker devoted special attention to the need to improve the quality and operativeness of record-keeping and statistics and refine record-keeping documentation in all branches of the national economy.

A report on the tasks of labor statistics ensuing from the decisions of the 26th CPSU Congress and the subsequent decisions of the party and government was presented by A. Ul'yanova, chief of the Administration of Labor and Wage Statistics, USSR TsSU. She pointed out that during the period since the beginning of the 11th Five-Year Plan considerable work was done to refine the statistical indicators of labor and manpower. This concerns indicators serving for a deeper analysis of the growth in labor productivity, the growth in the numbers and earnings of blue- and white-collar workers, the size and utilization of manpower resources, the distribution of workers in the production branches according to the degree of mechanization of labor, working conditions, the introduction of a scientific organization of labor, and, finally, indicators providing data on more progressive forms of the organization of labor. Indicators characterizing the utilization of work time, cadre turnover, the regular and advanced skill training of cadres, etc.

The Decree No 695 charges the ministries, departments, associations, enterprises, and organizations with the task of drafting and implementing measures for a broad development of the brigade form of the organization of labor and incentives, bearing in mind that during the 11th Five-Year Plan this should become the basic form. To monitor the implementation of this measure in industry and agriculture, the requirement of annual reports has been introduced; in construction, reporting on the number of workers operating by the brigade method has been introduced earlier, and similar indicators have been introduced in reports on motor transport.

Pursuant to the aforesaid decree, the confirmed five-year plan for economic and social development during the 11th Five-Year Plan period (in breakdown by year) assigns to every industrial ministry tasks to reduce the employment of manual labor. Annual reports on the number of workers performing manual labor have been introduced to monitor the fulfillment of that plan. Beginning with 1981, similar reports were introduced in construction. Currently the USSR Gosplan and the State Committee for Science and Technology (GKNT) are, jointly with other ministries and departments, completing the preparation of a targeted comprehensive program for the mechanization of manual labor in branches of the national economy over the period until 1990. The draft provides for large-scale pertinent work, which poses major tasks to the state statistical agencies as regards monitoring the fulfillment of this program.

The Decree No 695 of the CPSU Central Committee and the USSR Council of Ministers provides that five-year and annual plans should set to ministries, associations, enterprises, and organizations limits as regards their blue- and white-collar employment. At present, the collection and processing of data on blue- and white-collar employment in the USSR as a whole and in individual ministries, departments, and Union republic councils of ministers, for comparison with the established limits, have been organized. Pursuant to the aforesaid decree, industrial labor reports have to include the indicator of the wage norm per ruble of output, etc. To monitor the utilization of the labor force, the processing of data on the number of industrial enterprises and construction organization employing blue- and white-collar workers in excess of the established limits has also been organized.

A. Ul'yanova drew attention to the need to improve the preparation of manpower balance sheets and analyze manpower utilization in breakdown by discrete regions of the country.

During 1980 and 1981 instructions on the composition of the wage fund for blue- and white-collar workers as well as on payments from the incentive fund were revised and approved, as were standard instructions on blue- and white-collar employment and wage statistics, with analogous instructions being confirmed for industry, construction, and agriculture. In addition, major one-time studies were carried out such as a survey of the numbers and composition of managerial personnel and persons holding the positions of experts in all branches of the national economy, virtually the first survey of its kind; a numerical survey of experts with higher and secondary special educational background, working in the national economy; a numerical survey of blue- and white-collar employment with breakdown by wage received and wage-rate and salary category; a numerical survey of administrative personnel with breakdown by position held, etc.

The speaker said that a major aspect of economic studies is problems of the analysis of labor productivity, work-time losses, cadre turnover, and degree of the mechanization of labor, i.e. of the potential for increasing it, etc. Analysis of the progress of the fulfillment of the State Plan for the Economic and Social Development of the USSR as regards labor and manpower is being consistently pursued as is analysis of the data on the availability, qualitative composition, and utilization of manpower resources in discrete regions of the country. A definite place in analytic work is assigned to the new indicators introduced pursuant to the Decree No 695.

No less complex tasks are to be accomplished by the statistical agencies in 1982 and subsequent years. The main thing is the prompt preparation, at all levels, of the necessary information on the progress of the fulfillment of the 1981-1985 State Plan for Economic and Social Development and the 1982 plan, as regards labor and manpower. It is necessary to deepen economic analyses of the aspects of the effectiveness of the utilization of manpower resources, rise in labor productivity, and the possibilities for a broader utilization of the potential for increasing labor productivity. Deeper analyses of the possibilities for reducing manual employment, work-time losses--especially during work shifts--and cadre turnover are needed, as are analyses of the introduction of a scientific organization of labor and other aspects of an effective utilization of manpower resources.

During the 11th Five-Year Plan period aspects of fulfilling the party's social program, and primarily increasing wages and salaries in the industrial subsectors will be resolved. In the first quarter of this year the wages of blue- and white-collar workers in the principal coal basins already have been raised. In this connection, improvements in the nature and scope of statistical information on this question and an analysis of the changes taking place in the wages received by discrete categories of workers are among the major tasks of labor statistics.

Or special importance to the statistical agencies are the studies and analyses of the implementation of comprehensive programs on the principal socio-economic problems.

A. Ul'yanova dwelled on certain major studies of labor statistics which, in addition to the current studies, have to be carried out in 1982. They include: manpower balance sheet calculations (for the first time, manpower balances will be compiled not only for republics, krays and oblasts but also for cities representing republic, kray and oblast seats); numerical surveys of workers by occupation, degree of mechanization of labor, wage-scale category, and forms and systems of remuneration of labor in the production subsectors of the national economy; a numerical survey of administrative employees; a sample study of wages of blue-collar workers according to occupation, and of engineers, technicians, and white-collar workers according to position held; a survey of the cadres and facilities for the on-the-job training of workers, etc.

In conclusion A. Ul'yanova pointed to the need to improve in all ways the work on economic analyses and insure the reliability of report data.

I. Manykina, deputy chief of the Administration of Labor and Wages, in her speech chiefly focused on aspects of the need to improve statistical indicators of the effectiveness of utilization of manpower resources, since at present young people reaching the ablebodied age are the principal and nearly sole source of new manpower to the national economy. She described the solved and unsolved problems regarding the compilation of manpower resources balances and pointed out that, in order to assure a prompt compilation of planned balances of this kind, the periods for compiling reports on the balances of manpower resources have been shortened. In 1981 for the first time an experimental comparison of the balances of manpower resources for 1980 in cities representing republic, kray and oblast seats was carried out. Beginning in 1981 these balances will be prepared annually.

Pursuant to the Decree of 13 December 1979 of the CPSU Central Committee, the USSR Council of Ministers and the All-Union Central Trade Unions Council "On the Further Strengthening of Labor Discipline and Reduction of Cadre Turnover" in industry, construction and transport, sample studies of the causes of cadre turnover and intra-shift losses of work time are carried out once every 2 years.

I. Manykina paid considerable attention to aspects of analyses of the utilization of manpower resources, improvements in the factorial analysis of growth in labor productivity, improvements in statistics on work-time losses,and the assurance of the reliability of data on work-time losses.

Ye. Topil'skaya, chief of the department of employment and wage statistics, described the major revisions introduced in the Instructions on the composition of the wage fund for blue- and white-collar workers and the Standard instructions on statistical reporting of blue- and white-collar employment and wages, as well as the revisions and additions to the procedures for reporting on the fulfillment of the labor plan as approved in 1982 and for 1981. She devoted special attention to the need for a comprehensive analysis of the data on actual employment of blue- and white-collar workers and the spending of the wage funds.

Further, Ye. Topol'skaya dwelled on the tasks to be solved by statistical agencies in connection with the conversion of the processing of current labor reports from Minsk-32 to YeS computers, as well as with the processing of the annual labor reports for 1982 by means of YeS computers.

Yu. Rabinshteyn, deputy chief of the Industrial Statistics Administration,described the implementation of the tasks ensuing to industrial statistics from the Decree No 695 of the CPSU Central Committee and the USSR Council of Ministers, the conversion to evaluating the performance of enterprises according to the indicator of normative net output, and the determination of overall industrial output in a situation in which the performance of a large part of enterprises is still based on their marketable output. He also discussed the indicators introduced into industrial reports--the wage norm per rouble of output, the limits on blue- and white-collar employment, the task to reduce the proportion of manual labor, etc.

V. Bykova, chief of the department for statistics on labor resources, noted the current importance of aspects of the regular and advanced skill training of cadres and of the keeping of corresponding cadre statistics in all of its aspects as well as of the analysis of statistical information on this question. She described the processing and analysis of the data yielded by the first ever one-time survey of the numbers and composition of managerial and expert personnel in all branches of the national economy as well as the program for conducting (as of 1 January 1983) a one-time survey of the composition of the cadres and facilities available for the on-the-job training of workers.

Ye. Antonova, the chief of the department of single labor surveys, devoted her speech to the program for the coming survey of employment in breakdown by occupation, wage-scale category, and form and system of remuneration of labor, which is to be conducted during 1982 within the principal production subsectors. This survey should yield data on the changes effected by scientific and technical progress in the occupational composition of the labor force, the degree of mechanization of labor, and the distribution of workers according to wage-scale category, with isolation of workers by wage category according to work performed under normal, difficult and harmful conditions. Other data to be yielded by this survey pertain to the distribution of workers by form and system of labor remuneration, the numbers of industrial workers benefiting from rebates and compensation payments owing to their work at types of production with difficult and harmful working conditions, the distribution of industrial workers by work-shift and nature of work-shift, etc.

V. Klimanova, chief of the department of one-time studies of wages, described the work to be done during 1982 and the subsequent years of the 11th Five-Year Plan period, and particularly the program for the sample survey of wages paid to workers according to occupation and to engineers, technicians, and white-collar employees according to position held, in industry and construction.

L. Provotorova, senior economist at the department of one-time studies of wages, declared that the preparations for the survey of the numbers of administrative personnel, scheduled to begin 15 September of this year, have currently been completed. The task of the statistical agencies consists in assuring a competent conduct of that survey and an appropriate analysis of the obtained data as compared with the data of the analogous survey conducted in 1981.

L.Karavayeva, head of the department for processing and publishing labor and wage statistics at the Main Computer Center of the USSR TsSU, discussed the operations of the corresponding subdivisions of the republic computer centers (RVTs) of the Union republic TsSU's with respect to the processing of current and annual labor and manpower resports as well as of isolated surveys and studies, and placed before the employees of these subdivisions a number of tasks to assure the quality of the materials provided and the promptness of their provision.

The conference also listened to reports from the chiefs of the departments of labor and wage statistics N. Pankratov (RSFSR TsSU) and N. Derigina (UkrSSR TsSU).

The closing address was delivered by L. Volodarskiy, chief of the USSR TsSU, who emphasized the special importance of labor problems under present-day conditions and the growing tasks of labor statistics in this connection. In particular, he pointed to the need for a broad improvement in and deeper analysis of the data on the availability, utilization and distribution of manpower resources. on bearing in mind that in the 1980s the supply of manpower to the national economy is of primary importance in view of the decrease in the growth rate of manpower resources. A prompt and competent compilation of manpower balance reports for discrete parts of the country as well as improvements in the methodology of the related calculations are at present among the most important tasks of labor statistics.

The need for a broad increase in the effectiveness of utilization of manpower resources, according to L. Volodarskiy,requires of the statistical agencies a thorough analysis of aspects of the organization of labor in branches of the national economy, utilization of work time, and reduction of work-time losses and cadre turnover. It is necessary to further improve wage statistics and, in particular, statistical analyses of the implementation of state-wide measures to increase the wages of blue- and white-collar workers during the 11th Five-Year Plan period, as well as analyses of the forms and systems of labor remuneration and the ratios between the growth of labor productivitity and wages in discrete subsectors. It is further necessary to refine the statistics on the training and advanced skill training of cadres and to analyze in greater depth the composition of cadres according to educational background, qualifications, and other attributes.

Regarding the tasks for further improving economic analysis in the field of labor and manpower statistics, the speaker devoted special attention to the need for a comprehensive analysis of the indicators characterizing the availability of manpower in the country's eastern regions, in which the demand for manpower is due to their vigorous economic development.

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CLASSIFICATION OF LABOR SKILLS IN AGRICULTURE

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[Article by V. Mashenkov and A. Tsar'kov: "Analysis of Agricultural Labor With Allowance for Occupational Categories"*]

[Text] The development of the comprehensive mechanization and automation of the processes of agricultural production and its conversion to an industrialized technology and the intensive path of development in accordance with the decisions of the 26th CPSU Congress require further improvements in the maintenance of statistics on skilled workers and specialists occupied in agriculture.

Analysis of the labor of the work force with allowance for occupational categories is important to the national economy and plays a major role in planning the training of cadres in higher schools, technicums, vocational and trade schools (PTU), and directly--in the form of training courses--on the kolkhozes and sovkhozes. This enhances the need for a scientifically substantiated classification of the work force by occupational groups: skilled workers, workers with low skills, and unskilled workers.

Skilled cadres in agriculture are to be regarded as including all workers performing mechanized or manual labor in any mass or specialized occupation whose mastery requires occupational training in regular educational institutions of the vocational education system, following prescribed training periods, as well as in secondary academic schools, training combines, and directly on the job upon being classified in an occupational category (class) by the established procedure. They also include workers bearing the title "Master of Animal Husbandry," "Master of Crop Growing," "Master of Irrigation," etc., as well as brigade leaders and section members in production subdivisions of all subsectors of agriculture, and finally experts. Cadres with low skills are to be regarded as including workers who have passed short-period training courses in the kolkhozes, sovkhozes, or secondary academic schools (if, after training, they are not classified in an occupational category or class). Unskilled cadres are to be regarded as workers who underwent no special training. Their training is limited to instruction on rules of safety engineering and fire prevention at work stations.

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*In order of discussion.

Changes in the occupational-category composition of crop-growing workers, for example, may be traced from the sample figures for sovkhozes in Vladimir Oblast (see Table 1).

Table 1. Changes in the Occupational-Category Composition of Crop-Growing Workers in the Sovkhozes of Vladimir Oblast

	1975		1979		1979 in % of 1975
	Number of Workers	In % of Total	Number of Workers	In % of Total	
I. Skilled workers, total	12,608	40.7	14,120	53.0	111.9
Of whom:					
1. Brigade leaders, their assistants, and section workers	1,027	3.3	1,285	4.4	125.1
2. Manual workers	1,411	4.7	1,107	4.1	78.4
Of whom:					
Orchard growers, flower growers, etc.	200	0.7	253	1.0	126.5
Open- and covered-land vegetable growers	1,017	3.4	655	2.4	64.4
Checkman-setters	194	0.6	189	0.7	97.4
3. Workers operating machinery and mechanisms	10,170	32.8	11,728	44.1	115.3
Of whom:					
Tractor operators-machinists	6,562	21.2	7,282	27.4	110.9
Including:					
Class-1	1,466	4.7	1,930	7.2	131.6
Class-2	1,851	6.0	1,932	7.2	104.4
Class-3	3,127	10.1	3,265	12.3	104.4
Drivers of motor vehicles and other means of transport:	3,414	11.0	3,809	14.3	111.6
Of whom:					
Class-1	960	3.1	1,340	5.0	139.6
Class-2	868	2.8	886	3.3	102.1
Class-3	1,429	4.6	1,414	5.3	99.1
Combine-harvester operators	90	0.3	-	-	-
Automatic-scale operators	104	0.4	162	0.6	155.8
Foremen-adjusters, fitters-adjusters, electrical fitters, and electrical repairmen	-	-	475	1.8	-

	1975		1979		1979 in % of 1975
	Number of Workers	In % of Total	Number of Workers	In % of Total	
II. Worker cadres with low skills, total	484	1.6	424	1.6	87.6
Of which:					
1. Tractor-operators lacking the title and category of tractor operator-smachinists	116	0.4	31	0.1	18.7
2. Combine-harvester helpers	26.7	0.9	249	0.9	93.2
3. Tractor-trailer operators	7	-	13	0.1	185.7
4. Non-category machinists	94	0.3	130	0.5	134.0
III. Unskilled cadres (field laborers and persons doing auxiliary and general-farm chores, including field watchmen, fuel carriers, signalmen, and others)	17,880	57.7	12,068	45.4	67.5
Grand total	30,972	100.0	26,612	100.0	85.9

It can be seen from this table that the ratio among the numbers and proportions of skilled, low-skill, and unskilled workers in the crop-growing operations of the sovkhozes has changed in the direction of a marked increase in the share of skilled personnel.

Analysis of the composition of workers occupied in crop growing shows that the number of skilled mechanizers and skilled manual workers increased by 11.9 percent between 1975 and 1979. This numerical increase can be traced for all the mechanized-labor occupations and especially for tractor operators-machinists and motor vehicle dirvers, who are paid according to their occupational class. Over the period analyzed the number of tractor operators-machinists increased 10.9 percent and motor vehicle drivers, 11.6 percent. At the same time, their qualitative composition has improved. The number of class-1 tractor operators-machinists increased 31.6 percent and class-2, 4.4 percent. The numbers of class-1 and -2 motor vehicle drivers correspondingly increased by 39.6 and 2.1 percent, respectively. But over the same period the proportion of class-3 tractor operators-machinists and motor vehicle drivers still has remained considerable.

The new agricultural equipment acquired by the oblast's sovkhozes is of the dismountable kind, enabling mechanizers to operate it without the aid of auxiliary personnel, especially of tractor-trailer operators and other agricultural laborers. As a result, the number of low-skill workers not belonging in occupational classes has decreased 12.4 percent. However, the number of unskilled field hands and laborers performing auxiliary and general farm chores is as yet declining at a slow pace.

In 1979 unskilled manual workers accounted for 45.4 percent of the entire crop-growing work force of the sovkhozes. This represents a major potential for further mechanization of operations in that branch of agriculture.

Another major group consists of workers occupied in animal husbandry. The changes in their composition in recent years are illustrated in Table 2.

In this group, the numerical increase in skilled workers has been due to the continuing concentration and specialization of animal-husbandry branches and the conversion of the production of meat, milk, and other animal-husbandry products to an industrial basis.

Analysis of the make-up of the animal-husbandry work force on the sovkhozes of Vladimir Oblast according to occupation shows that skilled workers increased 15.3 percent in numbers between 1975-1979, of whom skilled mechanizers alone increased 19.4 percent in numbers.

On animal farms and animal-husbandry complexes the leading place among mechanizers is occupied by machine-milking foremen, milking-machine operators, fitters-adjusters, and other personnel in industrialized occupations, so far as numbers are concerned.

In connection with the industrialization of animal husbandry and the installation of complex technological equipment and automatic devices in animal-husbandry complexes and poultry factories, a major role is played by fitters-adjusters, fitters specializing in control and measuring instruments and automated equipment, and electrical fitters. Over the period analyzed their number has increased 5.7 percent, and the number of operators, 63.4 percent.

On the sovkhozes of Vladimir Oblast the numerical increase in mechanizers has been accompanied by an increase in the number of low-skill workers, chiefly manual attendants of conveyor belts and transporters. Over the 4 years their number has increased 27.9 percent, while the number of unskilled workers has decreased 26.4 percent. But many people are still occupied with manual labor.

The mechanization and automation of production processes on animal farms and in animal-husbandry complexes in accordance with the decisions of the 26th CPSU Congress should be accompanied not only by an increase in the number of skilled workers performing mechanized labor but also by a decrease in the number of manual workers occupied in basic operations, and primarily of milkmaids.

Analysis of agricultural labor from the occupational standpoint shows that comprehensive mechanization remains a major factor in relieving manual labor in the sphere of agricultural production, considering also that it has a morale aspect--the attractiveness of mechanized labor. This is particularly important to young people making a start in life by pursuing the occupations they choose.

The changes brought by scientific and technological and social progress into the occupational make-up of the kolkhozes and sovkhozes require refining the methodological guidelines for processing the statistical data on the labor of sovkhoz workers and kolkhoz members and on their occupational distribution with allowance for qualifications, degree of mechanization, and academic and vocational background. Here, allowance should be made for the Training List of Skilled Personnel in Rural PTUs.

Table 2. Changes in Occupational-Category Composition of Animal-Husbandry Workers in the Sovkhozes of Vladimir Oblast

I. Skilled workers, total	9,443	53.9	10,886	59.2	115.3
Of whom:					
1. Brigade leaders and their assistants	698	4.0	701	3.8	100.4
2. Manual workers	1,150	6.6	1,115	6.1	97.0
Of whom:					
Animal-husbandry foremen, veterinarians, veterinary assistants, laboratory workers,and other specialists	1,068	6.2	1,001	5.5	93.7
Milkmaids, calf tenders, herders, and other categoried workers	82	0.4	114	0.6	139.0
3. Workers handling and adjusting machinery, mechanisms, and apparatus	7,595	43.3	9,070	46.9	119.4
Of whom:					
Masters of machine milking (operators), hog-raising operators, poultry raising operators, etc.	1,591	9.1	2,600	14.2	163.4
Feed-distributing tractor operators and other workers operating mechanized equipment	413	2.3	523	2.8	126.6
Fitters-adjusters, fitters handling control and measuring instruments and automated equipment. electrical fitters, and electrical repairmen	861	4.9	910	5.0	105.7
II. Low-skill workers, total	2,658	15.2	3,400	18.5	127.9
Of whom:					
1. Conveyor-belt and transporter attendants, other manual workers	1,856	10.6	2,112	11.6	113.8
2. Shepherds, horse herders,cattle herders, hog herders, etc. (non-categoried)	452	2.6	910	5.0	201.3
III. Unskilled workers, total	5,433	30.9	4,095	22.3	75.4
Of whom:					
1. Livestock attendants	4,525	25.8	3,106	17.0	68.6
2. Helpers	908	5.1	889	4.8	97.9
Total	17,534	100.0	18,381	100.0	104.8

Analysis of the occupational composition of the labor force shows that some skilled kolkhoz and sovkhoz workers are not included in the statistical surveys of the USSR TsSU based on Form No 2-skh, especially mechanizers on animal-husbandry farms (qualified to perform the duties of electrical repairmen when repairing electrical equipment), fitters working with control and measuring instruments and automatic equipment on animal-husbandry complexes and poultry factories, foremen specializing in inspection of agricultural equipment, and other new occupations of workers in the industrialized occupations. The occupations of these workers have arisen owing to the introduction of means of automation and industrialized technologies of animal-husbandry production and crop growing on modern mechanized farms.

This raises the need to revise the classification of agricultural workers according to the degree of mechanization of labor with allowance for the changes in their qualifications, educational background, and the nature of work performed.

In the breakdown of total agricultural employment by degree of mechanization of labor, allowance is made for the level of development of means of production and the work functions, qualifications, and educational background of workers. Depending on the scope and nature of the work functions and duties performed, the entire work force of agricultural enterprises is divided into employees of the administrative machinery and workers and experts in the production and non-production spheres engaged in mechanized and in manual labor.

A sample scheme for classifying workers according to the degree of mechanization of labor at the Kolkhoz imeni 16th Anniversary of October in Gus'-Khrustal'nyy Rayon, Vladimir Oblast, is presented in Table 3.

The automated method of agricultural production requires of workers a high level of qualifications and a high educational background. Their work basically involves the functions of monitoring instruments, apparatus, and process control systems (automated distribution of fodder to livestock, egg sorting, potato sorting, processing of fruits, berries, etc.) from a work station.

Workers who perform mechanized labor with the aid of means of mechanization include mechanizers as well as animal husbandrymen working in brigades and sections dealing with the fattening of young cattle and hogs, the production of milk, and the growing of crops by means of industrialized technologies. The workers in this category of skilled labor force perform functions of controling complexes and systems of machinery, monitoring the quality of operations, etc. Work collectives in these subdivisions are formed from among workers with higher levels of qualifications.

The mechanized labor performed on discrete machines, milking facilities, machine tools, and other mechanisms, includes the labor of mechanizers (tractor operators-machinists, tractor operators, combine-harvester operators), drivers of trucks, cars and other means of transportation (buses), operators of self-propelled machinery, stationary rigs, bulldozers, scrapers, metalworking lathes, and other qualified mechanizers and machine-tool operators.

For a more efficient utilization of the machinery and tractor pool and the facilities of animal-husbandry farms and complexes on kolkhozes and sovkhozes and at farm

Table 3. Numerical Distribution of Workers by Subsector and Type of Activity Depending on the Degree of Mechanization of Labor at the Kolkhoz imeni 16th Anniversary of October, Gus'-Khrustal'nyy Rayon, Vladimir Oblast

	Persons	Of Whom			Number of Experts and Workers Performing						
					Mechanized Work With Aid Of				Manual Work		
		Administrative-Managerial Personnel	Experts Outside the Management	Workers	Automated Equipment	Complex-Mechanized Equipment	Discrete Machines	Adjusting Tools	On Machinery and Transporters	Not on Machinery	Repair Agricultural Machinery
Total, kolkhoz workers	1,335	70	34	1,231	9	25	330	10	55	772	30
Of whom:											
Agricultural production workers	1,026	48	17	961	6	25	220	10	40	660	-
Including workers in:											
Crop growing	740	33	12	695	-	10	85	5	15	580	-
Animal husbandry	286	15	5	266	6	15	135	5	25	80	-
Machine repair shops	55	2	-	53	3	-	10	-	5	5	30
Industrial enterprises and subsidiary industries	150	8	8	134	-	-	50	-	10	74	-
Transport	60	3	1	56	-	-	50	-	-	6	-
Capital repair, construction, on cost-effective principles	20	2	-	18	-	-	-	-	-	18	-
Housing, communal and cultural establishments	24	7	8	9	-	-	-	-	-	9	-

equipment leasing enterprises, it is important to improve the engineer-technician service in the countryside. This type of service plays a decisive role in elevating the level of the maintenance of the material and equipment facilities on the farms. The engineer-technician service includes not only engineers and technicians but also master-fitters and fitters specializing in the maintenance of the machinery and equipment pool used in animal husbandry. The work functions of this group of skilled cadres are associated with the ability to independently perform intricate maintenance of the machinery and equipment pool, adjust and inspect their components and mechanisms, organize maintenance, perform particular types of operations, etc.

The group of workers performing manual operations includes those engaged in servicing machinery, mechanisms, conveyor belts, and transporters, as well as those performing manual-horse, auxiliary, general-household, and other operations. A special group consists of workers engaged in repairing machinery and equipment who work manually with the aid of tools.

A survey of the workers at agricultural enterprises according to the list of occupations in which skilled workers are trained at PTUs, individual courses, and in the academic secondary schools,will serve to assess the current state of the supply of skilled manpower to all branches and spheres of activity. This will contribute not only to improving the statistical monitoring of the labor of workers and kolkhoz members but also to improving the planning of the vocational training of manpower according to occupation at rural PTUs and within the training-course system of the kolkhozes and sovkhozes, with allowance for the educational background of the trainees.

Improvements in the vocational training of skilled manpower are one of the paths toward accomplishing the major tasks posed by the 26th CPSU Congress to the toilers of the countryside during the 11th Five-Year Plan. The main thing here is to assure a marked improvement in the qualitative composition of the labor force and achieve a marked increase in their qualifications and competence. The training curriculum should fully meet the needs of agricultural production and be oriented toward learning about new equipment, industrialized techniques, and progressive forms and methods of labor, as well as achieving a high productivity of labor and quality of performance.

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LABOR

PROBLEMS OF MANAGERS IN CONSTRUCTION INDUSTRY ANALYZED

Moscow NA STROYKAKH ROSSII in Russian No 6, Jun 82 pp 34-36

[Article by V. Kashin, director of a psychological research group for the improvement of personnel affairs at the Leningradorgstroy Trust and candidate of psychology, and Ye. Moll, senior engineer: "The Organization of Managerial Labor"]

[Text] The daily activities of the construction organization manager consists of two equally important parts: economic-production work and social activity. Psychologists are quite interested in the social aspect of managerial labor--that is, the management of collectives and the accomplishment of such tasks as the reduction of labor turnover, the improvement of the sociopsychological atmosphere in the organization, the hiring and placement of personnel and the formation of an administrative personnel reserve.

In addition to conducting conventional research, the Leningradorgstroy Trust psychological research group for the improvement of personnel affairs is particularly interested in the economic-production activity of construction organization managers. One of its studies was conducted to learn the ways in which administrative decisions and recommendations aimed at heightening administrative efficiency are made and implemented. The material presented below is the result of a survey of more than 100 construction subdivision managers (directors and chief engineers of operational supervision offices and mobile mechanized columns) from six general construction trusts and two brick housing construction trusts of the Leningrad Main Construction Administration.

The economic indicators of organizations depend largely on the efficiency and reliability (or validity) of administrative decisions. The responses to our questionnaire indicated that managers experience difficulties during the preparations for decisionmaking and during the actual decisionmaking process in approximately 40 percent of all cases. Consequently, 40 percent of all decisions are not highly valid.

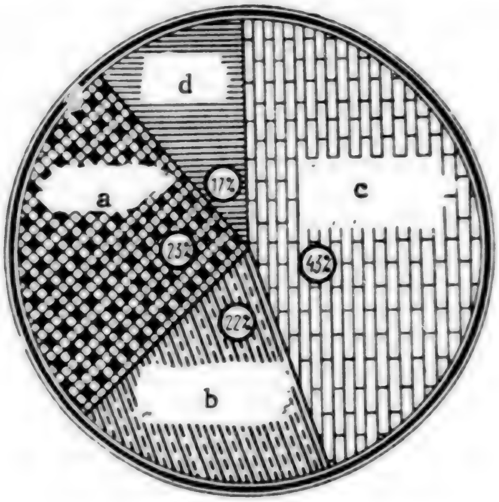
Defects in the flow of information are the most significant of the reasons cited by managers for ineffective and unreliable administrative decisions.

Theoretically, the quality and efficiency of decisions are guaranteed by the quantity and quality of the necessary information. In reality, managers sometimes make decisions with insufficient information from above (particularly from the trust) and from below (from construction projects and divisions).

An analysis of the responses to our survey indicates that around half of the information flow from above is delayed and around 35 percent of available information is insufficient for valid decisionmaking. In the flow from below, 70 percent of the information is delayed and 50 percent of the available information is inadequate.

Furthermore, chief engineers are provided with even less information and less efficiently than administration directors. The information conveyed to a chief engineer from above is delayed in 55 percent of all cases and is conveyed in the sufficient volume in only 60 percent of all cases. Information from below is only received in a timely manner and in a sufficient volume in 35 percent of all cases.

Reasons for Declining Validity of Administrative Decisions



Key:

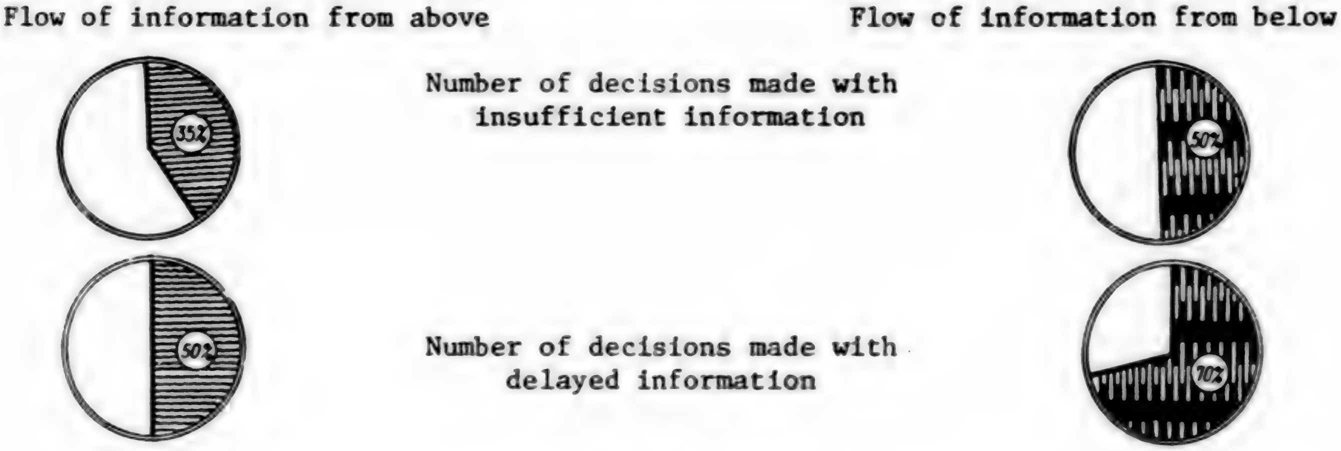
- a. Insufficient time
- b. Insufficient or distorted information
- c. Delayed receipt of information
- d. Other reasons

These figures attest to the existence of quite significant reserves for the improvement of the quality of administrative decisions. Information conveyed to administration directors and to chief engineers from above requires some reorganization. The information flow from below depends largely on the organizational abilities and authority of the manager.

Some experience in the formation of better (in terms of quantity and timeliness) information flows has been accumulated in organizations of the Leningrad Main Construction Administration. According to many managers, for example, it is extremely important that reports be submitted at the end of each day on the amount of work performed in physical terms.

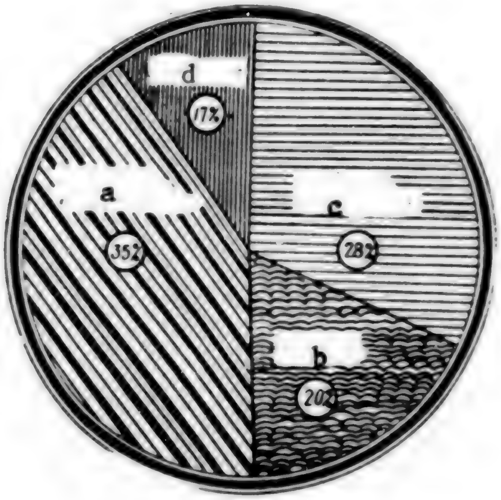
It was learned that managers do not make full use of all sources of information. In 90 percent of all cases they prefer to investigate the situation directly on the construction site, which leads to considerable losses of time. Only three trusts out of eight use messenger services, although this is an extremely valuable source of information. Even in these trusts, however, these services do not play an important role in the provision of managers with thorough information about the production situation: The absence of constant contact with sites has a significant effect on the quantity and quality of information.

Defects in Information Flows



An efficient system for the supervision of the action taken on decisions is an essential condition for the attainment of final goals.

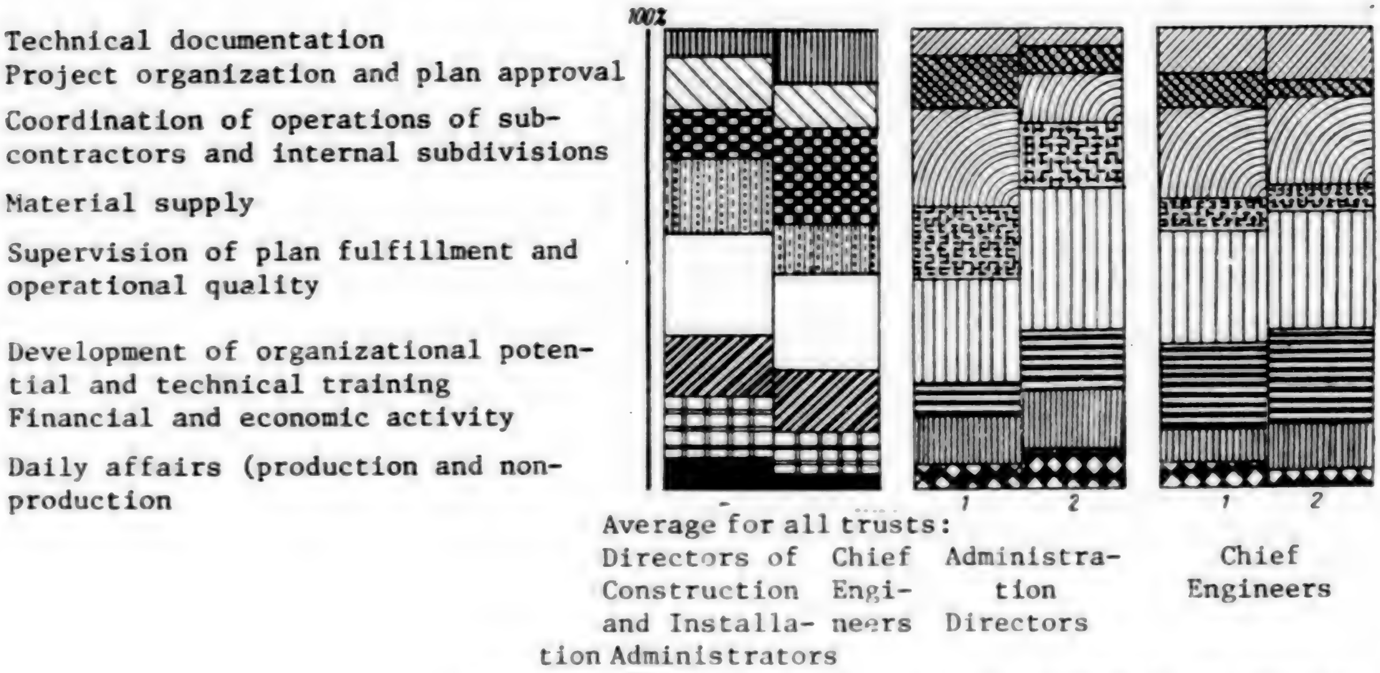
Work Schedule of Construction Administration Managers
(Average for All Trusts Surveyed)



Key:
- a. Work on projects
- b. Travel time
- c. Work in office
- d. Conferences

An analysis of our research findings indicated that the total quantity of implemented decisions was fairly high (around 75 percent of all decisions) but the efficiency level of supervision was fairly low (50 percent). This increases the amount of time required to perform this function, and it consequently takes up a significant part of the manager's working day--around 21 percent.

Distribution of Administrative Functions



Column 1 - Organizations with high economic indicators
Column 2 - Organizations with low economic indicators

The construction organization manager's work does not fit into an 8-hour work day and generally exceeds this time period by 10-20 percent. What does the manager do each day in addition to supervising construction work? Around 30 percent of his annual working time is spent in the office, around 35 percent is spent on construction sites and around 15 percent is spent in conferences. This amounts to 80 percent. The remaining 20 percent is taken up by travel to and from construction sites. Of course, these are average figures and there are deviations in both directions. Travel time can take up 25 percent or more of the manager's work day. This means that he is the organization manager only three-fourths of the time and a "traveler" the remaining one-fourth. The need for these time expenditures stems from the long distances between construction sites, but to some degree they are also connected with inadequate communications, transportation and so forth. The losses are too great, particularly in view of the fact that the manager's work day is lengthened by approximately the amount of this travel time.

Let us take a closer look at the kinds of decisions that are made by construction organization managers and the distribution of their time among administrative functions. Much of the work day is taken up by the coordination of work within subdivisions and with outside organizations (15 percent). From 10 to 15 percent of the day is taken up by each of a group of functions consisting of supply operations, the development of organizational potential and financial activity. The manager spends less than 10 percent of his day reading and approving technical documents and the same amount of time organizing technical training and taking care of daily production and non-production matters.

We assumed that the differences in the functions of chief engineers and administration directors would correspond to differences in their time schedules. The results of our survey indicated the following.

Chief engineers spent twice as much time as administration directors on the coordination of work within subdivisions and with outside organizations. But this is not the case everywhere. In Trust No 3, for example, chief engineers spent 5.5 times as much of their day on these matters as administration directors (46 percent of the chief engineers' day is taken up by coordinating operations), and in Trust No 6 the situation is the opposite.

Some differences in the work and daily schedules of chief engineers and administration directors were found in the areas of financial and economic activity and the management of daily affairs. These functions took up more of the administration directors' time.

In Trusts No 18 and 19 the chief engineers spent more time on supply operations than administration directors. In Trust No 6 the directors spent twice as much time as chief engineers on the incorporation of new equipment and the development of capacities, and in Trust No 104 the chief engineers spent more time on financial and economic activity.

We attempted to compare the time expenditures of directors and chief engineers in administrations with high and low economic indicators. We learned that the time schedules of chief engineers in administrations with differing economic indicators were virtually identical. The directors of administrations with high economic indicators spent more time planning and organizing construction work and less time monitoring the work.

An analysis and discussion of the research findings with managers of trusts and administrations led to the following conclusions.

The job descriptions should serve as a basis for the distribution of administrative functions between the director and the chief engineer. The absence (or failure to use) these documents is one of the reasons why a chief engineer sometimes becomes something like the director's understudy. The use of job descriptions removes half of the problems arising in the organization of team-work by the director and the chief engineer and can make their work more efficient.

There are significant ways of improving the flow of information from the trust to the administration, both through the office of the administration director and through the office of the chief engineer.

The validity of managerial decisions could be enhanced considerably by the efficient organization of the information flow from below, which would entail, first of all, a good material base (telephones, radios or other means of communication), secondly, the issuance of orders on the form and regularity of reports and, thirdly, explanatory work with personnel.

Directors and chief engineers spent 20-25 percent of their time overseeing the fulfillment of plans and monitoring the quality of construction and installation work. The managers themselves have admitted, however, that this supervision is only around 50 percent effective. It could be made more effective by a better information flow from below and by the development of a precise system of control (which obviously should include, above all, precise work schedules and plans, a strict procedure for the submission of information about the production situation and the more extensive involvement of subordinates in the decisionmaking process and the execution of decisions).

The allotment of a larger share of the director's work day for the planning of future operations would heighten the effectiveness of the organization's activity.

In each specific case the analysis of the structure of administrative activity can reveal concrete ways of heightening the effectiveness of managerial work. Low economic indicators combined with significant deviations from average parameters in the structure of managerial activities attest to the presence of reserves for the enhancement of production efficiency by means of the scientific organization of managerial labor.

The recommendations of psychologists are being put into practice by the Leningrad Main Construction Administration. Consultations have been organized with managers to assist them in the organization of efficient systems of control and the correction of defects in information flows.

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LABOR

STATUTE ON BONUSES FOR NEW PRODUCTS DEVELOPMENT

Moscow EKONOMICHESKAYA GAZETA in Russian No 26, Jun 82 p 17

[Text of Statute on the Procedure for the Payment of Bonuses for Aid in the Development and Use of Industrial Models and the Procedure for the Use of the Funds Allocated for This Purpose, ratified 1 March 1982 by the USSR State Committee for Labor and Social Problems and the AUCCTU Presidium and approved by the USSR State Committee for Science and Technology, the USSR State Committee for Inventions and Discoveries and the USSR Ministry of Finance: "Incentives for the Accelerated Development of New Products"]

[Text] 1. Bonuses for aid in the development and use of industrial models are paid to persons who have taken an active part in developing the design of an item accepted as an industrial model, and to persons who have displayed initiative and have taken a creative part in the use of industrial models.

2. The types of work mentioned in Point 1 include:

The preparation of engineering calculations, sketches and so forth for the design of items accepted as industrial models;

The construction of prototypes which have revealed new designs used in the development of industrial models;

The submission of designs for items to validate their certification as industrial models;

The performance of patent search operations during the compilation of requisitions for industrial models;

The preparation of photographs depicting the salient features of the designs;

Participation in the preparation of technical documents for industrial models;

Participation in laboratory and production tests and in the manufacture and testing of experimental and pilot models;

The submission of proposals regarding the better use of industrial models;

Participation in the organization of the production of items whose designs are accepted as industrial models;

The institution of measures to start using industrial models ahead of schedule;

The compilation of the appropriate documents attesting to the positive impact of the industrial models.

3. For aid in the development and use of industrial models in a particular production association (or combine), enterprise, scientific-production association,* organization or establishment, bonuses are paid to workers, administrative personnel, engineering and technical personnel and other specialists employed by the particular enterprise, organization or establishment and to persons who are not on their staffs.

Only persons who are personally involved in the performance of the operations listed in this statute, working with specific industrial models, will be paid bonuses for aiding in the development and use of the models.

The participation of individuals in operations aiding the development and use of industrial models must be confirmed by an act, protocol or other document, describing the content of the work performed by the individual. These documents must be signed by the manager of the enterprise, organization or establishment and the supervisor of the section (or bureau) for inventions and efficiency proposals or patent division, or by the individual in charge of industrial models in the absence of this supervisor.

The creators of industrial models are not paid bonuses for aiding in the development and use of models.

4. Bonuses for aid in the development and use of industrial models will be paid if the model is used within the first 5 years after the data on the model has been published.

5. Funds equivalent to 35 percent of the total amount awarded for the industrial model will be allocated for the payment of bonuses to persons who aid in the development and use of industrial models at enterprises, organizations and establishments. These funds will be deposited in the bonus fund for the promotion of inventions and efficiency proposals when the creator of the model is rewarded for his initiative.

If the industrial model has been used earlier at other enterprises, organizations and establishments and the creator has not received an award for the repeated use of the model, funds for the payment of bonuses will be allocated in an amount equivalent to 35 percent of the award that would have been paid. These sums will be deposited according to the established procedure in the bonus fund for the promotion of inventions and efficiency proposals at the time when the annual report on industrial models is submitted on Form 4-NT (list).

6. The cost of bonuses paid for aid in the development and use of industrial models is envisaged in the estimated expenditures on inventions and efficiency proposals, which are covered in the following ways:

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* Production associations (or combines), enterprises and scientific-production associations will all hereafter be referred to as enterprises.

At state enterprises, organizations and establishments, they are covered by funds envisaged in the production estimates of self-funding enterprises and organizations or estimates of the cost of maintaining organizations and establishments funded by the state budget or other sources; they are also covered by enterprise and organization funds set up for this purpose;

In construction organizations they are also covered by the savings derived by organizations as a result of measures to keep construction expenditures below estimated costs without diminishing the durability and operational qualities of structures.

7. Funds which are allocated for the payment of bonuses for aid in the development and use of industrial models but are not spent during the year remain at the disposal of enterprises, organizations and establishments and can be used for the same purpose in subsequent years. These funds cannot be centralized or confiscated by superior organizations.

8. Funds for the payment of bonuses for aid in the development and use of industrial models cannot be used for the payment of bonuses for the results of contests, reviews or competitions for industrial models.

9. The payment of bonuses for aid in the development and use of industrial models and the determination of the extent of individual participation in these operations will be the responsibility of the manager of the enterprise, organization or establishment where the industrial model has been developed or used, with the approval of the trade-union organ or, on the authorization of the trade-union organ, the approval of the local council of the All-Union Society of Inventors and Efficiency Experts, on the basis of documents confirming the personal participation of individuals in the performance of operations listed in Point 2 of this statute, and will be recorded in an order.

When the amounts of bonuses are being determined, persons aiding in the use of industrial models will be given priority.

10. Bonuses for aid in the development and use of industrial models will be paid on dates stipulated by the manager of the enterprise, organization or establishment. Bonuses for aid in the development and use of industrial models cannot be paid before the creator of the model receives his award.

11. Bonuses for administrative personnel of enterprises, organizations and establishments will be paid by the manager of a superior organization with the approval of the appropriate trade-union organ.

12. In those cases when the individual who receives a bonus for aid in the development or use of an industrial model might also be paid a bonus for the creation and incorporation of new equipment based on this model, the amount of the earlier bonus will be included in the subsequent one.

13. The bonuses envisaged in this statute will be paid regardless of other types of bonuses. However, the amount of bonuses paid to a single worker in a single year for aid in the development and use of industrial models, along with bonuses for the creation and incorporation of new equipment and bonuses for the

promotion of inventions and efficiency proposals, cannot exceed the limits established by existing legislation on bonuses for the creation and incorporation of new equipment.

At enterprises and organizations where no limits have been set on bonuses for the creation and incorporation of new equipment, the maximum amount of bonuses paid within a single year to a single worker for aid in the development and use of industrial models and for the promotion of inventions and efficiency proposals cannot exceed 3 months' salary (or wages).

Bonuses paid to administrative personnel of enterprises and organizations for aid in the development and use of industrial models in production branches of the national economy in accordance with this statute must not exceed the limits specified in existing legislation.

14. The procedure stipulated in this statute for the payment of bonuses for aid in the development and use of industrial models and the use of the funds allocated for this purpose applies to industrial models used for the first time after 1 January 1982.

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EDUCATOR CALLS FOR MORE DEMOGRAPHIC RESEARCH

Moscow EKONOMICHESKIYE NAUKI in Russian No 6, Jun 82 pp 113-114

[Article by Professor B. Khorev, doctor of geographic sciences, and I. Veselkova, candidate of economic sciences: "The Study of Population Settlement Patterns in the System of Higher Education"]

[Text] Problems in population settlement patterns and the need for an effective demographic policy were discussed in detail in the materials of the 25th and 26th CPSU congresses. The specific tasks facing VUZ academics in the study of population settlement patterns must be determined in line with party instructions.

Many demographers, economists, philosophers, sociologists, geographers, medical experts, mathematicians and representatives of other fields of science are working in the system of higher education. This establishes favorable conditions for the comprehensive resolution of current problems in the development of the correct settlement patterns. There was increased activity in this field of research in the nation's higher academic institutions during the years of the 10th Five-Year Plan. Studies were conducted by VUZ academics, working closely with the personnel of scientific institutions, on the topics specified in the State Plan for Major Research Projects, approved by the USSR Academy of Sciences, the State Committee of the USSR for Science and Technology and USSR Gosplan--"Socioeconomic Problems in the Development of Population Settlement Patterns" and "Socioeconomic Problems in the Management of Settlement Patterns." The Moscow State University Center for the Study of Population Settlement Patterns was appointed the head institution in charge of these projects. The plan for the projects coordinated the activities of 57 VUZ's and scientific research institutes (the co-executor VUZ's were the Latvian, Tashkent, Vilnius and Voronezh universities, the Moscow Institute of Economic Statistics, the Leningrad Finance and Economics Institute, the Saratov Polytechnical Institute, the Belorussian and Rostov-on-Don institutes of the national economy and others). Materials received from co-executor VUZ's were classified according to three main scientific topics.

1. "General Methodological Bases of the Comprehensive Program for the Long-Range Development of the USSR Population." This section substantiated the need for, and possibility of, control over the development of settlement patterns in the socialist society and determined the place of demographic policy and, in general, population settlement policy in the overall socioeconomic policy of the socialist state, the system of settlement pattern development goals and levels of control. It was

established that the policy of population settlement, as an element of the comprehensive program for the development of the national population, which is aimed at the creation of more favorable working and living conditions, must be directed toward the achievement of a desirable birth rate, migration patterns, level of migration intensity and efficient settlement patterns; toward the reduction of illness and mortality rates in all age groups; toward the more efficient use of labor resources; toward the reinforcement of marital and family relations, the reduction of the divorce rate and the improvement of working conditions for women. It was determined that the policy of population settlement patterns, by virtue of its social nature, should represent a long-range and diversified system of interrelated and intersupplementary measures.

The goal-oriented approach to the elaboration of the bases of the program required absolute emphasis on the final result: the establishment of communist population settlement patterns. This concept encompasses many elements, each of which has optimal characteristics from the standpoint of the society's long-range interests. The long-range approach is particularly important in the management of population settlement processes because the effectiveness of control, for certain well-known reasons, can only be judged after a fairly long period of time has elapsed. For this reason, the main guidelines and directions of the management of settlement patterns must be reflected primarily in our long-range plans and then clarified in middle- and short-range plans. The compilation of a long-range program for the development of the Soviet population is acquiring particular significance in connection with the aggravation of the demographic situation in the country.

2. "The Economic Bases and Principles of Demographic Policy in the USSR." This project investigated the peculiarities and basic tendencies of changes in the demographic situation in the USSR up to the year 2000 throughout the entire country and in groups of union republics with differing types of population development. Attention was focused on the age and sex composition of the population, which has a tremendous effect on the dynamics of birth and mortality rates and their interaction with economic and demographic processes, as well as the analysis of the structure of births according to birth order, which has a significant effect on the future family structure of the population. The project investigated employment in national production, educational potential, the duration of the occupational careers of economically active age groups, the ratio of economically active individuals to dependants and the working and living conditions of working mothers employed in national production. Experience in the conduct of demographic policy in the European socialist countries was summarized. A system of economic measures was substantiated in connection with demographic policy on birth and mortality rates, and methods were elaborated for calculating the economic impact of these measures.

3. The section on "Socioeconomic Problems in the Management of Population Settlement Patterns" worked on forecasts of settlement patterns with the aid of the MGU center's theory about the unified system of settlement patterns throughout the RSFSR. In other words, an attempt was made to turn a theory into an applied scientific project; the basic directions of agricultural development were determined; a theory was elaborated on all types of migration (permanent, seasonal and commuter). The problem of regulating migration in large cities was studied. Regional settlement patterns were mapped and a regional sociodemographic policy was elaborated for the regulation of natural and migratory changes in the population structure and the

development of populated points on the regional level. Economic and demographic maps of RSFSR oblasts were compiled and the mapping procedure was determined, as well as the procedure for the functional and hierarchical classification of the nation's cities. The problem of regional demographic forecasting with a view to settlement patterns was examined.

The most important scientific result of these studies was the elaboration of the theoretical and practical bases of the management of population development and settlement patterns in the USSR. It should be noted that several special studies were conducted to investigate the peculiarities of the demographic situation and the management of demographic processes in various parts of the country. In particular, the MGU Center for the Study of Population Settlement Patterns conducted the "Moscow-78" and "Moscow-79" sociodemographic studies and obtained interesting material for the analysis of trends in family development and the study of the adaptation of newly arrived workers to a large city (as exemplified in the textile industry). Several studies focused on problems in the demographic situation and population settlement patterns in the rural communities of the RSFSR Nonchernozem Zone. These studies served as an excellent basis for the implementation of 25th CPSU Congress directives on the determination of population settlement patterns and the elaboration of an effective demographic policy in our country.

During the 11th Five-Year Plan, specialists in the field of demography will draw up the basic directions for a comprehensive long-range program of population development and settlement patterns in the USSR and in various parts of the country up to the year 2000. The basic directions will be the following: the methodological fundamentals of the management of population development and settlement patterns throughout the country and in various union republics; the structure and correlation of measures in the comprehensive long-range program of population development and settlement patterns in the USSR for the entire country and various regions on the level of economic branches and enterprises; analysis of long-range tendencies in the development and settlement patterns of the population of the USSR and its different regions; the goals and methods of managing population reproduction processes in the USSR as a whole and in union republics; the elaboration of the guidelines and objectives of regional sociodemographic policy in the USSR; analysis of the effectiveness of various demographic policy measures and the consequences of their implementation; the goals and methods of the further improvement of settlement patterns and demographic policy in the USSR as a whole and in the union republics; analysis of the effectiveness of migration policy measures and their consequences; methods of influencing tendencies in marital and family relations according to plan; regional demographic forecasting as one of the main methods of controlling population development and settlement patterns.

The basic directions of this program should be drawn up during the 1981-1985 period. This will necessitate the further improvement of the coordination of sociodemographic studies in our country and the organization of regular conferences and seminars on pertinent topics in this field. It appears that the time has come to publish a demographic journal in the system of higher education.

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NEW POLICY TO CONTROL LABOR MIGRATION ADVOCATED

Moscow NEDELYA in Russian No 25, 21-27 Jun 82 p 9

[Report by correspondent L. Bobrov of conversation with Professor M. Dzhunusov, doctor of philosophical sciences: "An Eagerness To Move; How Many Urbanites Will There Be by the Year 2000"]

> [Text] Remember the line in "Eugene Onegin"--"He was seized by restless feelings and an eagerness to move"? And further on, the parenthetical remark: "A quite excruciating feeling, but a cross willingly borne by some"? Yes, just half a century ago, most of our countrymen spent their entire lives in the place where they were born. Now these stay-at-homes are rare. Millions of people change their place of residence each year, and some do it more than once a year. Hundreds of thousands set off on journeys each day: Some go on business trips, others travel to campgrounds and vacation centers, others go off to school and still others go off to work in a new place. Of course, the "eagerness to move" is motivated mainly by personal considerations--there is a unique set of circumstances in each case. But something that might appear random on the surface can reveal natural tendencies. Professor M. Dzhunusov, doctor of philosophical sciences, told our correspondent, L. Bobrov, about them.

First of all, what is the present situation with regard to labor resources in the country? Whereas the working-age population increased by 18 percent over the 1971-1980 decade, experts predict that the increase will be much smaller in the next decade. What can we do to keep this from impeding the economic and social development of our country? First of all, of course, we can augment labor productivity. Secondly, we can improve our demographic policy, whose spheres of influence are quite diverse--from birth and mortality rates, marriage and divorce statistics to levels of urbanization, employment, education....

Demographic behavior varies from one region to another. For example, in terms of family size the country can be divided into three zones: a prevalence of small families--Latvia, Estonia, the Ukraine, the Russian Federation (excluding some autonomous republics and oblasts), Lithuania and Belorussia; a prevalence of mid-sized families--Georgia, Moldavia and Kazakhstan; a prevalence of large families--Azerbaijan, the Kirghiz SSR, Armenia, the Turkmen SSR, Uzbekistan and Tajikistan. A higher birth rate could help in the future but cannot be of any help now: The people who will go to work in the 1980's were born long ago, and a higher birth rate will not fill today's job vacancies. How then should the situation be corrected? Obviously, other demographic processes must be regulated, particularly migration patterns. I admit that this will not increase the supply of manpower throughout the country, but it will be of benefit where new manpower is needed most.

By the year 2000 the percentage of urbanites in our country will probably exceed 75 percent (in 1939 the figure was only 33 percent). There is nothing wrong with this: Fields and farms can feed the country's growing population if their productivity is augmented. The possibilities for this are quite good: the further incorporation of chemicals and machines and the better organization of labor. In short, rural communities on the whole still have sizeable manpower reserves. But I repeat, on the whole. Rural communities in the Nonchernozem Zone of the RSFSR have an acute need for manpower, but many rural regions in Central Asia, the Caucasus and Moldavia have a labor surplus. It would be wonderful if, for example, rural Moldavia could give the cities some of its inhabitants.

Unfortunately, the opposite is occurring: The "outflow" from rural communities in Central Asia and Moldavia is inadequate, while in the Nonchernozem Zone, where there is an acute shortage of manpower, it is excessive. This does not promise anything good. I will explain this with an example cited by renowned sociologist V. Perevedentsev: Let us assume that there are more prospective brides than grooms in a particular city in Ivanovo Oblast--the Nonchernozem Zone!--where the textile industry is highly developed. In Uzbekistan, on the other hand, or in other population centers in Central Asia, a cotton farming region which also has textile combines (in other words, no need to even change occupations!), marital prospects are much better. Is it at all surprising that many of the women weavers in Ivanovo feel "an eagerness to move"? The factory will not suffer: These girls will be replaced immediately by graduates of the local vocational and technical institute. But who will go to the institute? Naturally, it will be young girls from nearby rural communities in the same oblast. As you can see, this is how the "outflow" from the rural Nonchernozem Zone begins! And this is not all. When the young girls move to the cities, the young men will most likely want to follow them.

Incidentally, in Central Asia they are not only eager to hire weavers from Ivanovo but are even actively urging them to come. It seems to me that this does not motivate rural women in Uzbekistan and the Turkmen and Tajik SSR's to work in this field. But it is in these republics that there is every chance of training a sufficient number of highly skilled workers in any field--there are quite enough vocational and technical institutes, tekhnikums and VUZ's.

Therefore, an effective migration policy should correct the situation. Wherever rural communities can "share" their labor resources with cities, this must be stimulated in every way possible. As a result, more members of the local rural population will become industrial workers and the undesirable departure of people from rural communities in the Nonchernozem Zone can be limited.

The situation can also be corrected through the better distribution of productive forces. For example, if there are more "female" specialties in a particular location, we must add "male" occupations (and vice versa). In Ivanovo Oblast, for example, plants of a "male" nature were being built intensively as early as the 1950's. The 1970 census indicated that imbalances had been diminished but had not disappeared. For this reason, new measures were planned.

Obviously, we have been speaking of moves that are necessary for national economic development. But sometimes the worker's transfer to a new location has a negative effect. The general assumption is that the workers in fields with a manpower shortage are more capricious, and the rate of personnel turnover is therefore higher. Turnover in the USSR today, however, is lower than in the past. It is only a fraction of what it was at the beginning of the 1930's! This means that people are now more likely to be satisfied with their jobs. Of course, this is the result of considerable effort.

Nevertheless, the rate of personnel turnover is still distressingly high. It leads to great losses of time--direct and indirect. It takes a person 2 or 3 months to adapt to a new job. And it takes two or three times as long to adapt to a new occupation. Each year millions of people change jobs in our country, and around a million of them choose a different occupation. The annual nationwide losses are quite sizeable. Therefore, if we put all new migration policy instruments to use, I am certain that many moves will turn out to be unnecessary.

First of all, it will be necessary to even out social differences on the territorial level. This was discussed at the 26th CPSU Congress by Comrade L. I. Brezhnev. Cultural and consumer conditions vary in different regions of our huge country. The present development of West Siberia, the BAM [Baykal-Amur Trunkline] zone and other eastern regions of the USSR requires many young workers. Nevertheless, people generally prefer to move from the east to the west and from the north to the south, although the opposite routes are in the public interest.

Why do so many people leave Siberia? Could it be the poor climate? Could it be low wages? Most often the reasons are different ones: It is more difficult to acquire housing and to place children in kindergartens. There are not enough movie theaters or clubs. And perhaps old ways of thinking and old prejudices might even play some part. Current plans call for the quicker construction of housing and consumer service enterprises in these regions and for the better provision of the population with commodities.

And what about the results? Well, these measures are already having an effect: The number of persons leaving the RSFSR, for example, is now lower than the number of new arrivals. The situation has improved dramatically in Belorussia: People there have begun to live a more settled way of life. Migration patterns are changing in Central Asia: The number of departures exceeds the number of arrivals. In short, these are not merely additions to our present forces, but the multiplication of these forces...the multiplication of labor resources.

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